

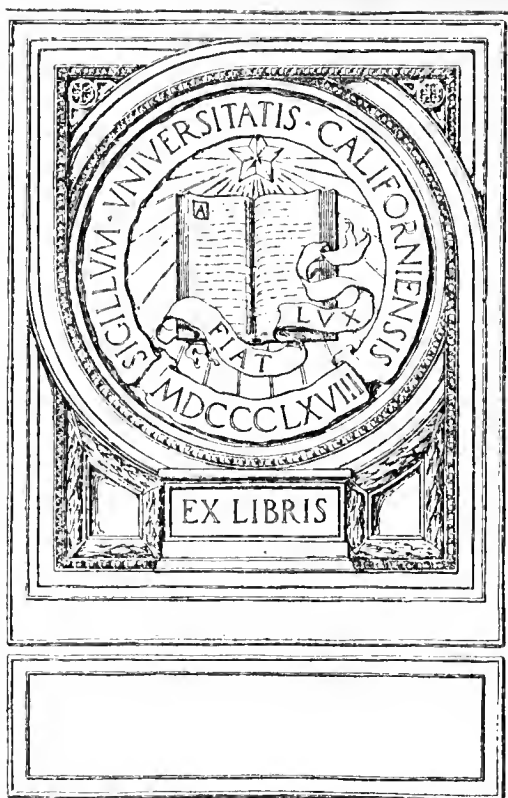
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CONSOLIDATION OF RURAL
SCHOOLS AND TRANSPORTATION
OF PUPILS

By
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THESIS

Submitted in partial satisfaction of
the requirements for
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CONSOLIDATION OF RURAL SCHOOLS ,
AND TRANSPORTATION OF PUPILS

.....

CHAPTER 1.

INTRODUCTION:

The last quarter of a century has witnessed the advent into rural life of three revolutionizing influences which have swept away the old isolated and independent life of the farmer and brought him into social relationships comparable in many respects to suburban residence. These three innovations are the local telephone lines, rural mail delivery, and the automobile.

This development of communication has given impetus to farm economics and so dignified farm life that the rural population is demanding the best social and economic advantages of the day. These demands are being met in all essential particulars save one and it, perhaps, is the most important of them all--rural education.

The one-teacher district school, that early symbol of American democracy, which served so well the pioneers of our frontier days, tends to persist now long after it has ceased to meet modern educational needs.

This statement does not mean that the purpose of rural education is to teach only the so called practical studies related to agricultural communities. This should be

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Albuquerque, N.M.

done, of course, but in addition, there should be taught to rural children in common with all others: history, geography, sciences, economics, sociology, civics, literature, etc. which will enable them to fulfill the spirit and purpose of democracy and live as men and women in a world of other men and women.

The progress of the nation as a whole depends to a great extent upon the agricultural population. They are naturally conservative. In fact, the economic ideas of the farming element are far behind those of other important elements of the body politic. This is to be expected in any country where the educational system points always to the city.

Agriculture is the greatest and most necessary industry in America, and it should have in it the most virile and vigorous of our rugged stock. Country environment is conducive to clear and elevating thought, and the school system there should be such as to stimulate and direct the choicest mental activity. How pitifully does the one-room, isolated, country school fail to do this at present. Fortunately we are not in the dark in seeking a remedy for the situation. The system of trial and error combined with some prevision has been at work in different parts of the country where conditions had become acute and plans have been evolved whereby the rural schools can be placed on an equal footing with those of the cities, and if the knowledge now in possession of some can be generally

diffused throughout the country, a nation wide movement should soon sweep the country that would place the children of the soil among the most fruitful of our thinking people, and give us a forward looking, stabilized, voting population in such numbers that progress, well ordered and consistent, will be the natural result.

It is the purpose in the following thesis to show that the educational system of the country should be made to function as a help rather than a hindrance to rural progress, and that by a system of consolidation of the separate districts into larger units, the erection of central buildings, and the transportation of the pupils who live at too great a distance to walk to this school, is a simple, logical, and practical scheme by which rural education can magnanimously administer to the needs and desires of the agricultural population.

DEFINITION:

The various forms in which "Consolidation" exists and the different names by which it is known require an explanation of these forms and names and a clear definition of our own point of view before we can proceed, without confusion, with a comprehensive discussion of the subject.

In some states the word "Union" school¹ is used when only two districts are united into one, and the term "consolidated" is reserved to denote a combination of three or more

1. U.S. Bureau of Ed. Bulletin No. 30 (1914) Page 1.

districts into one. In other sections of the country, the method of getting pupils to school appears to be the dominant characteristic and "consolidation" is applied only to schools in which pupils are transported at public expense. If a school is abandoned on account of small attendance, and the remaining pupils are transferred to an adjoining district, the term "consolidation" is rarely used to denote this arrangement. There is also consolidation wholly for high school purposes. California and Illinois are good examples of this type.

Then, again, there is consolidation for the purposes of administration, the principal forms of which are: (1) The county unit plan which is recently being tried in different sections of the country, and in some states, particularly Louisiana and Maryland. This plan places all of the rural schools of the county under a county board of education. (2) The magisterial system as found in the Virginias. In Virginia, for example, a large majority of the counties have from three to five magisterial districts each, there being four hundred and forty-one such districts in the one hundred counties of the state. Many of these districts have from two to three hundred square miles and a population of from twelve to fifteen thousand people. Each of these districts is presided¹ over by a board of three trustees. (3) The township system of which Indiana is a good example where the township trustee

1. Hodges, W. T., Supervisor of Rural Schools for Va., Letter to Dr. Elwood P. Cubberley calling attention to an error in Public School Administration.

looks after all of the schools of his township.

In some of the Western states districts were originally created on so large a scale, in many instances, as to serve the purposes of consolidation.

In Ohio the term "Centralization" is applied to the township school, i.e., a school so located as to most conveniently serve all of the children in the township. Centralization is equivalent to consolidation in such cases.

The U. S. Bureau of Education in bulletin No. 30 of 1914 says, "Consolidation in its best form takes place when schools not forced to close for lack of pupils are deliberately abandoned for the purpose of creating a larger school where more efficient work may be done, or equivalent work at less expense." The foregoing definition is the one we shall have in mind in the discussion of this subject.

PURPOSES OF CONSOLIDATION:

The double purpose in consolidation is first, to increase the efficiency and second, to decrease the cost of operation in proportion to the product. The spirit of our economic life has struck the school and is being reflected in its characteristic combination, centralization and the demand for greater efficiency.

The tendency in schools as in other lines, is to pay more for what we get and demand a better quality.

In almost everything to be purchased for the consolidated district, the quantity is much larger, hence, the discounts allowed for bargains approaching the wholesale magnitude are much greater. Firms have a respect for the purchasing power and business proportions of the larger school, and seek to submit the best supplies at the most attractive prices, often under competitive sealed bids.

Consolidation does away with useless duplication of libraries, equipment, school grounds, wells, etc. It also saves the expense of sending pupils away to high school. Not only is such expense great in progressive communities, but the parents lose the services of the children who are usually of much help outside school hours, and during vacations.

Social changes have utterly outgrown the adequacy of the one-room school. The present day need for the proper balance of the practical and cultural, has left the one-teacher school a pitiful relic. The present tendency toward co-operation, social, control, differentiation of labor, and the ever enlarging community vision and sympathy demand a school of such a nature as to express their new character and serve the greater purpose, and the consolidated school is the minimum plan that can meet these needs.

CHAPTER 11.

SUCCESS OF MOVEMENT INDICATED BY ITS HISTORY.

Consolidation has long since passed the experimental stage. As far back as 1869, Massachusetts had a sufficient number of cases to cause her legislature to enact a law authorizing the transportation of pupils at public expense. The first deliberate consolidation for the definite purpose of securing better educational opportunities under the new law was the Montague consolidated school in 1875, in which three districts were combined into one. This district includes twenty square miles.

Its total number of children transported in 1912-13 was 85, at a total cost of \$1550.82, or 10 cents per pupil per day. The total cost was \$600 per year less than under the old plan and the work and accommodations were of a much higher grade. The next consolidation was at Concord, Mass, 1879. The plan has been a great success there. They have better attendance more efficiency, and a decrease in the cost per pupil. From this time on consolidation has steadily gone forward in Massachusetts, until a report showed that in 1917 that only 965 of the 15,979 teachers employed in the State were¹ in one-teacher schools, and 544 of these districts transport

1. U. S. Bureau of Ed. Bulletin No. 30, (1914).

the pupils above the sixth grade to central schools.²

The following reports show the history of the consolidation movement for the different states:

ALABAMA:

Since the passage of the county board law in 1915, 48 of the 67 counties of the state have undertaken consolidation to some extent. In the county of Mobile the system has been fully established. Notable progress has also been made in the counties of Conecuh, Escambia, Jefferson, Lauderdale, Madison, Montgomery, and Monroe.

There are in all 208 schools classed as consolidated of which 141 are located in the open country; 58 in rural villages, and 9 are in towns and cities.

During the year 1917-18, 123 transportation wagons conveyed 2601 pupils daily over an average of 4.1 miles at an average cost per day of 14 cents per child.

New laws have been recently passed placing unlimited authority in county boards of education, authorizing new forms of taxation, etc. which are calculated to give momentum to the consolidation movement which is already in
3
much favor.

2. Reply of State Supt. to questionnaire, (1918)
3. Hobdy, J. H., Rural School Agent of Ala.,
Study of School Consolidation in Alabama.

ARIZONA:

The law authorizes consolidation and the movement began in 1912; but at the beginning of 1919 only about 2% of the districts had been centralized, however, the plan was progressing slowly.¹

ARKANSAS:

Consolidation began in Arkansas in 1909 and a more helpful law was passed in 1911. Within a year after the passage of this law, 18 consolidations took place, reducing 225 districts to 75. Since the close of the war, the rapid movement in this direction has been revived, over twenty consolidations having taken place between the dates of March 1, and June 1, 1919.¹

CALIFORNIA:

California has had a law authorizing consolidation for about 15 years. There were 33 union districts in 1918, but there are many districts which were originally laid out on a scale equivalent to consolidation. Besides a majority of the high school districts of the state are union districts.¹ Free transportation has been highly satisfactory.

The last legislature revised the old law and, thereby, sought, to encourage more extensive unionization. Unhappily, however, the law is complicated and confusing, and unless rulings simplify its provisions and render definite its meanings

it is feared that its good purposes will be thwarted.¹

COLORADO:

In 1912 there were 13 consolidated schools in Colorado, and in 1913 seven additional consolidations were made.² The unsettled war conditions checked the movement; however, in 1918 the number of such districts had increased to 40.³

CONNECTICUT:

Consolidation proper began in Connecticut in 1839⁴ at Farmington. In the same year, the city of Middletown consolidated four districts. From 1860 to 1886, the number of separate districts decreased from 1486 to 1150, and from 1886 to 1917 the number was further decreased to 744. The number of pupils transported in 1899 (Note-earlier data not available) was 533 at a cost of \$8,668.28. In 1917, 5,028 pupils were transported at a cost of \$126,688.22--an increase in number of pupils of 843% and in cost to the amount of 136%.

DELAWARE:

In reply to a questionnaire, Mr. A. R. Spaid, Commissioner of Education of Delaware stated that up to 1919 Delaware

1. Schultzberg, Geo. H., Co. Supt. of Monterey Co., Calif., Paper on Consolidation of Rural Schools, 1919
2. U. S. Bulletin of Ed. No. 30, (1914) Page
3. State Supt's twenty-second biennial report. Page 40
4. Report on Consolidation of Schools in Conn. (up to 1919) Compiled by W. S. Dakin, State inspector of supervision.

had never seriously undertaken the consolidation of schools, but that a new school code was approved on April 14, 1919 which makes possible the undertaking of a consolidation program.

FLORIDA:

In this state consolidation has had to fight for a foot-hold, but for the past twenty years it has slowly progressed.¹ The State Superintendent reported, 1919, that it has proved highly satisfactory wherever honestly tried, and that at the present time all of the intelligent school officers and patrons favor consolidation.

GEORGIA:

This state enacted a consolidation law in 1911, and by 1913 there were 109 consolidated schools and 114 school wagons² in operation.

In 1919 between 3% and 4% of the schools were consolidated districts and while the movement was progressing slowly,³ it was universally satisfactory.

ILLINOIS:

Consolidation was begun in Illinois in 1905, and by 1913 there were 40 such districts in operation, but the

1. Biennial reports of the State Rural School Inspectors, (1915-6). Pages 19, 22 and 44.
2. U. S. Bulletin of Ed. No. 30, (1914)
3. Answer to questionnaire by State Dept. of Ed. of Ga.

term consolidation in this state applies only to country¹ schools giving four year high school courses. Union schools are being formed rapidly (consolidated schools according to² our use of the term) and are almost universally successful.

IDAHO:

In this state many of the districts were originally laid out large enough to serve the purposes of consolidation when the population increases; however, 23 out of 1508 districts of the state were deliberate consolidations by³ 1919, and sentiment was in favor of extending the movement.

INDIANA:

Consolidation began in Indiana in 1900 and by 1912 there were 589 consolidated schools and by 1919 one-fourth of all of the schools of the state were consolidated. It⁴ has proved very satisfactory to both parents and pupils.

IOWA:

In 1916 this state had 187 consolidated districts located in seventy different counties, and no school that has completed its organization has reverted to the one-room type. There were about 35,000 pupils attending these consolidated schools.

1. Special report of State Supt. answering questionnaire.
2. Circular No. 124, State Dept. of Ed.
3. Answer to questionnaire by State Supt.
4. Answer to questionnaire by State Supt.
5. Iowa School Report, (1914-16). Page 36 et seq.

KANSAS:

Consolidation began in Kansas in 1896 and by 1916, 236½ districts had been reduced to 94 consolidated districts, enrolling 9632 pupils and employing 376 teachers. Of these districts, 63 were doing one or more years of high school work.¹

KENTUCKY:

This state began consolidation in 1911 and interest was keen in the movement from the start. In 1912 there were 70 supervisors, assistants to the county superintendents, appointed and these were all back of the movement.

In 1919, 10% of all of the schools were consolidated, and consolidations were taking place every week.²

LOUISIANA:

Consolidation began in Louisiana in 1902, and by 1917 out of a total of 2,300 districts in the state, there were 818 consolidated districts. The one-teacher schools have decreased until less than one-fifth of the total number of teachers and pupils are to be found in schools of this kind. A few parishes have entirely eliminated the one-teacher school, and in a large proportion of the parishes all consolidations practicable under existing conditions

1. Twentieth Biennial Report of State Supt. Pages 404, 405.
2. Special report of Supervisor of Rural schools. May 12, 1919.

have been carried out.

During the year 1915, there were 81 consolidated schools established, and 420 wagonettes and auto busses carried approximately 10,000 children to school daily. There are no statistics showing how many were transported by train or trolley.

A new impetus was given consolidation in 1916 by the legislature which made a special appropriation of \$25,000 per year for two years to aid in the construction of consolidated school buildings, and two years ago the legislature renewed the appropriation for two years more. This resulted directly in the elimination of several hundred inferior districts by reducing them to 126 central schools costing approximately \$570,000.

Consolidations are now taking place rapidly and Louisiana bids fair to become completely consolidated in the next few years.¹

MAINE:

The law authorizing consolidation in Maine was enacted in 1880 and 1893, all school districts in the state were abolished and all of the schools were placed under the control of town authorities, and provided for the transportation of pupils. About one-third of the schools formerly

1. Bulletin No. 10 of the Dept. of Ed. of the State of Miss. Page 28, a report by C. J. Brown State Rural School Supervisor.

operated have been discontinued.

Consolidation in Maine has progressed more rapidly than public sentiment and there is some dissatisfaction, especially, with the transportation side of it; however, the movement is still going forward.¹

MARYLAND:

This state has had the county unit plan of consolidation from the beginning of its school system. The county board may close schools at its own option and transport the pupils to some other school. Pupils, however, are usually permitted to choose their school at the beginning of the term which is not always the nearest them. It is the policy, at present, of the school officials to close the smaller schools and centralize attendance in suitable and more convenient schools.²

MASSACHUSETTS:

Consolidation has practically been completed in Massachusetts, yet, there is still much room for rearrangement and regrouping.³ The progress of consolidation in this state is indicated by the yearly increase in the amounts paid for conveyance of school children, as noted in the

1. Special report of State Supt. of Schs. in reply to questionnaire.
2. Special report of M. Bates Stephens, State Supt. in reply to questionnaire, Oct. 1. 1918.
3. Bureau of Ed. Bulletin No. 30 (1914) Pages 7 to 14.

1
following table:

Expenditures for Transportation of School Children
in Massachusetts Public Schools 1900-1917.

1900-01 . . .	\$151,773.47	1908-09 . . .	\$292,213.33
1901-02 . . .	165,596.91	1909-10 . . .	310,422.15
1902-03 . . .	178,297.64	1910-11 . . .	329,857.13
1903-04 . . .	194,967.35	1911-12 . . .	362,185.09
1904-05 . . .	213,220.93	1912-13 . . .	384,149.45
1905-06 . . .	236,415.40	1913-14 . . .	426,274.11
1906-07 . . .	252,451.11	1914-15 . . .	467,296.10
1907-08 . . .	265,574.09	1915-16 . . .	493,605.10
		1916-17 . . .	539,129.41

MICHIGAN:

This state has laws permitting consolidation, but owing to defects they are inoperative.

There are very few consolidated schools in Michigan, but the movement, no doubt, would be under headway if the well intended consolidation law had not proved non-workable.

MINNESOTA:

The Holmberg Act of 1911 granted the privilege of consolidation to Minnesota on a state wide plan and, during the next year, over 60 such schools were formed. Transportation is standardized through state specifications.

By the end of the school year 1917, there were a total of 251 consolidated districts organized, 56 of which were established during the school year 1916-17.

1. Special report of Burr F. Jones, Agent for Elementary Ed. in reply to questionnaire Oct. 2, 1918.

During the school year of 1916-17, vans transported 9,675 pupils over 588 different routes at a total cost of \$265,353.¹

MISSISSIPPI:

Consolidation began in Mississippi in 1911 and in 1917 there were 290 consolidated districts, employing 977 teachers. There were 725 wagons in operation carrying 14,643 pupils daily.

The total enrollment in these schools was 33,037.²

MISSOURI:

Consolidation began in this state in 1913, and there were in 1919 about 150 consolidated districts, 130 of which were maintaining one or more high school grades. Consolidations usually occur by a combination of from three to five districts about a village. Transportation has been provided in only a few places as yet.³

NEBRASKA:

This state began consolidation about 1890 and in 1913 there were 35 consolidated schools but the scarcity of teachers during the war gave impetus to the movement and

1. Studies in Consolidation Dept. of Ed. of Minn. (1917) Pages 71,72,73 and page 103.
2. Bulletin No. 10 of the State Dept. of Ed. of Miss. (1917) Pages 10 and 11.
3. Special report of State Supt. answering questionnaire.(1919)

now, 1919, there is great activity and much interest in consolidation. It has proved universally satisfactory and beneficial.¹

MONTANA:

Very little progress has been made in this state in consolidation although the movement began about 10 years ago. Figures are not available to give definite information but the movement is slowly going forward.²

NEVADA:

Consolidation began in Nevada in 1915, but only a small per cent are consolidated as yet. Laws have been enacted favoring the movement and the outlook is encouraging at present. The plan has proved both satisfactory and beneficial.³

NEW HAMPSHIRE:

According to the report of State Superintendent H. C. Morrison for 1911, the old district system was abolished in that state in 1885 and since then the schools have readjusted themselves to some form of consolidation.⁴ The number of schools had been reduced by 1911 by more than 25%, but there are no statistics on the present situation.⁵

1. Special report of State Supt. answering questionnaire.
2. Special report of State Supt. of Mont. answering questionnaire.(1918)
3. Special report of State Supt. of Nev. answering questionnaire (1918)
4. U. S. Bureau of Ed. Bulletin No. 30 (1914).
5. State Supt.reply to questionnaire Sept. 30, (1918)

The school board has authority to close schools and transport pupils to neighboring school houses on its own initiative.¹

NEW JERSEY:

Consolidation began in New Jersey in 1910, and in 1912 over \$185,000 was spent for transportation and by 1919 according to the estimate of State Commissioner of Education, C. N. Kendall, one-eighth of all of the schools of the state were consolidated, and the process was gradually going on and the results were satisfactory.²

NEW MEXICO:

During the year 1916-17 this state had 12 consolidated schools. There were 26 vehicles in use costing \$60 per month each. The total appropriation for this purpose amounted to \$10,000.³

NEW YORK:

In 1918 there were 548 districts out of 10,000 that had been discontinued since consolidation was undertaken in this state. These had either been annexed to adjoining districts or joined into a central district with a central school. The quality of the instruction is much better in the consolidated schools and the pupils, therefore, are much benefitted

1. Bulletin of Dept. Public Instruction, series (1913-14) State of N. H.
2. Special Report of Commissioner of Ed. for N. J. Oct. 1, (1918)
3. Arp, J. B.-Rural Ed. and the Consolidated School.

¹
by the new order.

NORTH CAROLINA:

Consolidation began in this state in 1913 and by 1919, 5% of the schools were consolidated. The plan has² been satisfactory and is progressing nicely.

NORTH DAKOTA:

Consolidation began in this state in 1904 and has made rapid progress from the start. The situation on June 30, 1918 stood as follows:

Number of open country schools, consolidated, 151

Number of town consolidated schools, 250

Total number of consolidated schools, 401. 21% of all the area of the state was consolidated, and during the previous seven years, the amount of increase in consolidation was³ 252%.

OHIO:

Consolidation began in Ohio in 1892 and by 1912, 192 townships out of a total of 1370 in the state were partially or wholly consolidated.⁴ New laws were passed to encourage further consolidation and by 1919, 25% of all the schools of the state were centralized. It has been absolutely successful, satisfactory, and beneficial. The

1. Report upon Elementary Instruction, State of N.Y. (1917) Pages 277 to 449.
2. Special report of State Supt. of N.C. replying to questionnaire.
3. Public Document No. 19 of N.D. (1917) Page 74
4. U.S. Bureau of Ed. Bulletin No. 30 (1914)

movement has been halted by the war except to consolidate weak¹ districts.

OKLAHOMA:

Consolidation began in Oklahoma in 1903 and by 1914, ninety-one schools had been consolidated and there were 130 school wagons in operation. In 1918 the number had risen to 149 which constituted 9% of the whole number of districts. Forty-eight districts were formed in the years 1916 to 1918. The² plan has been satisfactory and beneficial.

OREGON:

Consolidations are taking place slowly in this state, and they are satisfactory but statistics are not available for³ definite statements.

PENNSYLVANIA:

Consolidation began in this state in 1854 and at once centralizations began to take place. A rural school survey in 1914 showed the following facts relative to the progress⁴ of the movement.

We are submitting extended details of this report for the reason that Pennsylvania has such a diversification of conditions that most sections of the country can find their prototypes there:

1. Special report of State Supt. of Ohio, Sept. 22 (1918)
2. Special report of State Supt. of Okla, Sept. 22 (1918)
3. Reply of State Supt. to questionnaire (1919)
4. Report on Rural School for Pennsylvania (1914) Pages 102-3

COUNTIES--No. of --Schools--No. of --No. of --Is consol-
 .one-room.closed .pupils .vans em-.idation grow-
 .schools .during .being .ployed .ing in pop-
 . .past 10 .trans- .for this.ularity in
 . .years .ported .purpose .your County?

COUNTIES	No. of .one-room .schools	--Schools-- closed .during past 10 years	No. of pupils being trans- ported	--No. of vans em- ployed for this purpose	--Is consol- idation grow- ing in pop- ularity in your County?
Adams	152	2	...	...	No
Allegheny	186	20	30	...	No
Armstrong	241	...	...	...	Yes
Beaver	174	3	...	...	Yes
Bedford	222	8	50	6	Yes
Berks	350	20	120	4	Yes
Blair	128	...	...	...	No
Bradford	252	50	420	45	Yes
Bucks	193	...	...	...	Yes
Butler	222	8	30	...	Yes
Cambria	169	3	30	3	No
Cameron	29	2	...	...	Doubtful
Carbon	55	...	8	...	No
Centre	160	...	40	3	No
Chester	300	10	H.S.	1	Yes
Clarion	185	4	...	...	Yes
Clearfield	300	...	...	...	Yes
Clinton	94	3	45	4	No
Columbia	128	20	30	2	No
Crawford	323	50	420	35	No
Cumberland	160	4	25	3	Doubtful
Dauphin	134	6	70	Trolley	Yes
Delaware	26	4	85	2	Yes
Elk	44	22	126	9	Yes
Erie	207	10	200	12	No
Fayette	186	14	6	1	Yes
Forest	36	5	30	3	No
Franklin	225	10	Few	...	Yes
Fulton	73	...	...	...	No
Greene	170	5	30	3	Yes
Huntingdon	173	...	...	...	Yes
Indiana	249	1	6	...	Yes
Jefferson	160	3	...	...	No
Juniata	94	10	18	1	Yes
Lackawanna	77	...	40	3	No
Lancaster	362	4	40	3	Yes
Lawrence	150	15	175	5	Yes
Lebanon	119	...	...	...	Yes
Lehigh	129	10	...	...	Little
Luzerne	134	15	300	6	Yes

COUNTIES--No. of --Schools--No. of --No. of --Is consol-
 .one-room.closed .pupils .vans em-.idation grow-
 .schools .during .being .ployed .ing in pop-
 . .past 10 .trans- .for this.ularity in
 . .years .ported . purpose.your County?

COUNTIES	No. of .one-room .schools	No. of --Schools-- .closed .during .past 10 .years	No. of --No. of .pupils .being .trans- .ported	No. of --No. of .vans em- .ployed .for this . purpose	Is consol- idation grow- ing in pop- ularity in your County?
Lycoming	208	16	50	5	Yes
McKean	100	6	12	1	No
Mercer	218	...	15	1	Slightly
Mifflin	65	3	...	...	Yes
Monroe	110	10	50	3	Yes
Montgomery	151	11	250	7	Yes
Montour	(Did not report)				
Northampton	149	20	50	...	Yes
Northumberland	134	1	30	1	Yes
Perry	132	6	30	3	Yes
Pike	63	7	10	2	Yes
Potter	130	4	50	2	Yes
Schuylkill	168	2	11	1	Slowly
Snyder	87	...	...	...	Yes
Somerset	320	...	5	1	Yes
Sullivan	68	...	11	1	Yes
Susquehanna	166	10	225	15	No
Tioga	155	65	810	44	Yes
Union	68	...	...	...	No
Venango	185	15	75	...	Yes
Warren	126	15	90	8	Yes
Washington	23	4	45	2	Yes
Wayne	160	15	120	6	No
Westmoreland	336	25	...	...	Yes
Wyoming	75	14	90	9	Yes
York	387	2	17	2	Yes

The survey sought the various objections that had been raised against consolidation in each county. The following list is the result:-

Adams.....Consolidation has not been agitated.
 Allegheny.....Expense,traditional pride, danger in transpor-
 tation.
 Armstrong.....None.
 Beaver.....Expense, bad roads, traditions.
 Bedford.....Bad roads.

Berks.....Bad Roads.
Blair.....Topography.
Bradford.....Expense, distance for small children in cold
weather.
Bucks.....Expense and transportation.
Butler.....Expense and topography.
Cambria.....Bad roads, snow, cold weather.
Cameron.....Lateness in getting home, danger in transpor-
tation.
Carbon.....Expense and transportation.
Centre.....Modern idea that school should be brought to
every man's front door.
Chester.....Bad roads, expense, trip too small to make it
feasible.
Clarion.....Expense, exposure, immorality of crowded wagons.
Clearfield.....Expense, bad roads, exposure.
Clinton.....Inconvenience, exposure, immorality, better
clothing needed.
Columbia.....Expense, bad roads, good teacher in small school
is better.
Crawford.....Expense, exposure.
Cumberland.....Exposure, traditional tendencies.
Dauphin.....Jealousy existing in various communities of a
district.
Delaware.....Hesitate to take the step.
Elk.....Bad roads, expense, topography.
Erie.....Transportation, bad roads, snow, long routes.
Fayette.....None.
Forest.....Transportation, bad roads, exposure, better
clothing.
Franklin.....Expense, exposure, tradition.
Fulton.....Long routes.
Greene.....Expense.
Huntingdon.....Topography.
Indiana.....Bad roads.
Jefferson.....Expense, exposure.
Juniata.....Expense, poor conveyances, long routes.
Lackawanna.....Expense, exposure.
Lancaster.....Expense, poor conveyances.
Lawrence.....Expense, bad roads, long route.
Lebanon.....Expense.
Lehigh.....Traditions.
Luzerne.....Expense.
Lycoming.....Expense, distance, bad roads, traditions.
McKean.....Topography, distance, bad roads, snow.
Mercer.....Expense, bad roads.
Mifflin.....Distance, inconvenient, associations.
Monroe.....Expense, distance, bad roads.

Montgomery.....Expense, tradition.
Montour.....(Did not report)
Northampton.....Object to wagons, use trolley.
Northumberland..Expense, tradition.
Perry.....Tradition.
Pike.....Topography.
Potter.....Severe winters.
Schuylkill.....Immediate expense, topography.
Snyder.....Expense.
Somerset.....Expense, bad roads, bad weather.
Sullivan.....Inconvenience, tradition.
Susquehanna.....Expense, poor conveyances, tradition.
Tioga.....Long distance.
Union.....Exposure, transportation, expense.
Venango.....Exposure of children, bad roads.
Warren.....Topography, long distance.
Washington.....Bad roads, tradition.
Wayne.....Bad roads, cold weather, snow storms, distance,
 depreciation of value of property near closed
 schools.
Westmoreland....Bad roads, long distance, expense.
Wyoming.....No suitable meeting places for pupils while
 waiting for wagons, cold wagons, long distance,
 bad roads.
York.....Bad roads, expense.

It is plain from the above report and the objections offered that consolidation is not highly satisfactory in Pennsylvania. The transportation problem appears to be their principal difficulty, and the nature of the objections shows that it must be poorly handled. It is clear from an analysis of the remarks that the same difficulties encountered there have been met and overcome in states like Minnesota and the Dakotas.

RHODE ISLAND:

This state undertook to promote and encourage consolidation in 1898 and in 1904 the old district system was abolished. Since, then, all of the schools have been administered on the town plan.

A census made by the state in 1915 showed that 71% of the total population resided in six cities, and that another 13% lived in compact towns.

Grouping has gone so far that Rhode Island may be considered practically consolidated to all intents and purposes.¹

SOUTH CAROLINA:

By 1918 the total number of administrative districts in South Carolina had been reduced to 1,886. There were a total of 731 consolidated and graded rural schools in operation.² Of these districts 131 furnished free transportation to a total number of 1994 pupils at an average cost of \$11.58 per pupil for the year. During the school year 1916-17,³ 80 schools were reduced to 36 consolidated districts.

SOUTH DAKOTA:

Consolidation began in South Dakota in 1913 and in 1918 about 2% of the schools were consolidated. The movement is growing in favor, and comparisons show it is both practical and beneficial.⁴

TENNESSEE:

A consolidation law was passed in this state in 1903

1. Special report of Comm. of Public Schools for R.I. Oct.1, 1918.
2. Information to Trustees and Teachers of S.C. (1918-19) Page 4.
3. Forty-ninth annual report of State Supt. of S.C.(1917) p.9.
4. Pamphlet on Con. of Schools issued by State Dept.Pub. Inst.

and by 1913 over 1000 districts had been abandoned. The county of Anderson alone erected 17 excellent consolidated schools during the year 1915-16. During the year 1916-17, thirty-six counties applied for state aid in the erection of consolidated schools, whereas only the year before only 27 counties applied for such aid. Transportation is moving hand in hand with consolidation.¹

TEXAS: No recent data obtainable.

UTAH:

All of the rural schools of this state are organized into consolidated districts, but it is essentially a system of consolidation of administration. Actual consolidations, however, are being carried out wherever distances will permit.²

VERMONT:

Consolidation began in Vermont about 1898 and by 1913, 421 rural schools had been abandoned and \$120,363 was spent that year for transportation.³ Vermont has the township system of organization.

This is the only state that reported as being absolutely adverse to consolidation. The report says it has been most unsatisfactory.⁴

1. Bulletin No. 10, 1917 Dept. Ed. Miss., Pages 29.
2. Answer to questionnaire by State Supt. Utah. Sept. 30, 1918.
3. U.S. Bureau of Ed. Bulletin No. 30 1914.
4. Special report of Com. of Ed. of Vt. answering questionnaire, Sept. 24, 1918.

VIRGINIA:

Consolidation began in Virginia in 1905, but consolidation of administration has existed there from the beginning of the school system. The magisterial districts of which there are from three to five to the county are also the school districts. Each is presided over by a board of three trustees with full power to create or discontinue districts at will.

During the school year 1916-17 sixty of the 100 counties reported expenditures for transportation aggregat-¹ing \$95,540. The movement has been highly satisfactory.

WASHINGTON:

Consolidation began in Washington in 1902 and there are now, 1918, 239 consolidated districts 30 of which were formed last year as against 19, the year previous. Transportation is furnished for all pupils who live too far from the² building to walk conveniently.

WEST VIRGINIA:

Consolidation began in this state in 1908, and by 1918, 10% of all the state had been consolidated. It has prov-³ed satisfactory to parents and beneficial to pupils.

1. Special report of Supervisor of Rural Schools, W. T. Hodges, Oct.7, 1918.
2. Special report of State Supt. replying to questionnaire, Sept.28, 1918.
3. Special report of State Supervisor of Rural Schools, Sept. 24, 1918.

WISCONSIN:

Consolidation began in this state about 25 years ago, and there are now 600 such schools. There are more consolidation projects under way now than in the five preceding years. People in rural schools are now advocating it where¹ a few years ago they were opposing it.

WYOMING:

No data could be secured on this state.

The foregoing history shows how the consolidation movement has gathered momentum as people have become aware of its virtues. Commissioner P.P. Claxton states that there were no less than 7,500 consolidated schools by February 1917, over half of which had been established in the last three years. At the present rate of progress there would be 10,000 or more such² schools by 1920.

1. Answer to questionnaire by Rural School Supervisor, W.E. Laison, (1918)
2. Rural Education and the Consolidated School by J.B. Arp. Page 194.

CHAPTER 111.

NECESSITY OF TRANSPORTATION:

In order to have consolidation on a comprehensive scale it is necessary to have transportation at public expense. This is necessary because a common conveyance can be operated at a per capita cost that is reasonable, and for the further reason that many pupils could not secure transportation any other way; hence, the removal of the school to a great distance from them would be equivalent to denying them the privilege of public education. Also many children would be too small or irresponsible to be trusted with a conveyance alone.

In many places there occur blizzards and storms making it absolutely necessary to have pupils in the care of competent and responsible persons.

Again, public transportation saves time. The pupils do not have to look after the team or vehicle, all is ready for them as per schedule, and if anything goes wrong with the mechanism of the conveyance, it can be fixed by the driver who knows what to do. This also insures safety to the pupils. The parents at home can feel assured that their child is in charge of a driver in whom the authorities have confidence. It is in company with its playmates, shielded from bad weather and protected by the driver from fights, quarrels, profanity, or other

mischief.

ARRANGEMENTS FOR TRANSPORTATION:

The legislatures of no less than 43 states have authorized the expenditure of public funds for the transportation of pupils, provided the children live outside a reasonable walking distance from the school. It is generally considered that consolidated districts containing from 9 to 12 square miles do not require transportation. For example, Ohio requires free transportation for all pupils living two or more miles from school. In Missouri the limit is $2\frac{1}{2}$ miles or more away; Colorado, $1\frac{1}{2}$ miles or more; Kansas, 2 miles or more; Oklahoma, $1\frac{1}{2}$ miles or more; and Pennsylvania, $1\frac{1}{2}$ miles or more.

It is sometimes objected by parents that the distance of transportation is too great; that children must leave home too early and are returned too late. Where these objections are well founded, the unit of consolidation is too large. Since transportation is more rapid by wagon than by foot, the average time of arrival of the wagons at school or home should not be much later than the average time of arrival of the foot pupils. The consolidated districts should be planned to meet these conditions.

School wagons usually follow specified routes and run on schedule time, leaving fixed points at set times, and

children meet the wagons at these points. An exercise of good judgment in laying out these routes will guard against the necessity for any children having to walk very far to a point of embarkation.

While the wagon is the usual method of transportation, many children go by steam railway, electric cars or automobile buses; and it is quite probable that the automobile will further increase the size of the consolidated unit, owing to its speed and comfort.

The plan of paying the parents a certain amount for furnishing conveyance for their own children is followed in many places where the roads are very poor or in sparsely settled communities. In such cases, children go in buggies, on horseback, or ride bicycles. Frequently the school furnishes sheds for the horses. However, the school carrier is much better where it can be utilized for reasons before mentioned.

The driver is an important factor in making transportation satisfactory and care is necessary to secure careful, trustworthy and temperate persons who will be respected and obeyed. Children understand and respect the authority of the school board over their conduct while being conveyed by public carrier, and feel their responsibility to the driver since they know he has the teacher's control over them during the journey. It is not satisfactory to have an older school boy or a picked-up "hired man" do the driving.

Wagons can be so selected as to serve equally well both for good and bad weather. They can be arranged so as to be thrown open during warm fine days, or closed up and heated during cold and stormy weather. Where ever transportation has been unsatisfactory, it has been due usually to poor drivers or unsuited and poorly equipped wagons.

SUCCESS OF TRANSPORTATION:

Public transportation seems to have given universal satisfaction where it has been properly handled. The State of Connecticut in a 1913-14 report gives for each township in the State the number of elementary schools transported, the cost for the year, and whether or not it was, on the whole, satisfactory to the parents and beneficial to the pupils.¹

The 128 townships transported 4604 elementary pupils at a total cost of \$101,392.33. The success of the enterprise is indicated by the following report:

Satisfactory to parents and beneficial to schools-121.
Unsatisfactory to parents but beneficial to schools-6.
Unsatisfactory to parents and not beneficial to schools-none.

Professor A. B. Graham, head of the agricultural extension for the University of Ohio made a study of the satisfaction of the transportation of the Ohio consolidated schools. His report quoted in U. S. Bulletin of Education No. 30 of 1914 is as follows:

1. Report of the Board of Education, State of Conn. Public Document No. 8, Pages 194 to 196.

- 80% Report their children more interested in school than before.
- 95% Think the teachers show more interest in the work.
- 100% Practically agree that the social and educational interests of the consolidated township have greatly improved.
- 75% Of those who opposed consolidation and transportation are now in favor of it.

The cost of the following are typical instances of the cost per pupil per day of public transportation:

Massachusetts.....From .09 to .12 per school day.
Indiana.....From ~~\$.09~~ to ~~\$.20~~ per school day.
Louisiana.....About .13 per school day.
Vermont.....About .18 per school day.
Washington.....About .15 per school day.
Minnesota.....About .145 per school day.
Iowa.....\$20.70 per year.

The following data are from the State on Minnesota, and are for the year 1916-1917;

This is a significant table and should prove beyond question the practicability of transportation. It shows the successful operation of transportation in nearly 185 schools with 588 drivers transporting 9,675 children. It is also a fact that some of the schools are so located and the districts so large as to test transportation to the limit.¹

1. Studies in Consolidation of Rural School. Minnesota Dept. of Education (1917). Page 103.

	1917
Number of schools reporting.....	185
Number of routes.....	588
Number of trips missed by van.....	593
Number of times van arrived late.....	646
Days schools closed through impeded transportation...	50
Children walking more than $\frac{1}{2}$ but not more than $\frac{3}{4}$ mile to van.....	645
Children walking more than $\frac{1}{4}$ but not more than $\frac{1}{2}$ mile to van.....	908
Children walking $\frac{1}{4}$ mile or less to van.....	3,379
Total number of children transported.....	9,675
Number of children boarded.....	278
Number of children hauled over five miles.....	446
Total child mile days.....	3,572,500
Total cost of transportation.....	\$265,353
Drivers' average monthly salary.....	49.31

One of the stock objections to consolidation and transportation is the contention that it is feasible only where the roads are good. ¹ George W. Knorr, of the United States Department of Agriculture sets this argument at rest in the following ² paragraphs:

"While good roads cheapen transportation of pupils

1. Young, Oliver O.-Consolidation of Schools in S.D.p.40.
2. Consolidation of Rural Schools and Organization County System, Knorr, Dept. of Agri. O.E.S. Bulletin 232.

and insure regularity and promptness of service, they were not originally instrumental in suggesting school consolidation. In fact, consolidation proceeds quite independently of road conditions.

The first school consolidation in Massachusetts in 1869 antedated road improvements on any extensive scale. Since then public improvements in that State have been placed on a permanent basis and good roads abound. Yet a part of the 17,000 pupils hauled daily to consolidated schools, for which service that State spends annually over \$292,000 are hauled over dirt roads.

In Ohio, consolidation had its inception in the north-eastern part of the State. The soil in that section is, with the exception of some sandy areas, generally a heavy clay loam, inclined when wet to puddle and to become heavy, deeply rutted and tenacious. Nearly all the roads are dirt roads. In the townships of Gustavus, Kinsman, Greene, Kingsville, etc., now famous for their consolidated school and in recent years visited by hundreds of educators and school officials, the roads are practically all dirt roads. Macadamization of roads, encouraged by state aid, is just begun. In contradiction to this is northwestern Ohio, which has excellent macadamized roads and yet consolidation has there made very little progress. In the blue grass region of Kentucky, where farm land ranges from \$50 to \$250 per acre and which

has 10,000 miles of solid macadamized, limestone roads, consolidation has not yet been adopted. This almost-ideal combination of wealth, sufficient to support the highest type of consolidated schools, and superb roads, which would make transportation of pupils cheap and easy, has never tempted the rural population to take up consolidation, and as late as 1909 there was not one consolidated rural school in Kentucky.

In Indiana, where consolidation is most extensive, and where state laws aid consolidation as in no other State, road improvement and rural school consolidation are moving ahead together. Good gravel roads cover a large part of the consolidated area, yet probably one-third of the hauling is over dirt roads, which become excessively muddy in the early spring months.

With all these facts in mind, it is clear that in the formation of consolidated districts the roads or road conditions play only an incidental part, and bad roads form no greater obstacle to school consolidation than they do to local, social, and business communication; in fact, consolidation will assist in directing public attention to the needs of permanent road improvement."

"The condition of the roads is, then, not a serious hindrance to transportation. Besides, if roads are unfit for the travel of horses, by what logic are they fit for the travel

of children on foot? Or, if a load of school children cannot be safely hauled over the roads in a community, does it not show either great negligence, or a lack of community, self-respect?"

"It would seem reasonable that when it is practicable for any other wagon to run it would be possible for a school wagon to run, that the driver of a school wagon would be able to find the same way around the mud holes that the driver of the farm wagon or the rural mail wagon finds. And it would seem reasonable that when the weather is too bad for horses to be exposed it is also too bad for boys and girls to be exposed."

CHAPTER IV.

COMPARATIVE COST OF CONSOLIDATED AND NONCONSOLIDATED SCHOOLS:

Experience has proved that in the consolidated schools the average cost per child per day is less than in the one-teacher schools except where largely increased salaries are paid. However, the total outlay is usually larger in the consolidated schools. This arises from the educational awakening of which the consolidation itself is a symbol. There is a demand for better educational advantages all round; better teachers, equipment, longer terms, higher grades, etc. It therefore follows that in studying the comparative cost of consolidated and nonconsolidated schools, we should take into consideration the foregoing conditions.

The following tables show comparative tuition cost on the basis of per pupil per day of average daily attendance. They include:

- (1) Cost in schools ranked as first grade in Olmstead County Minnesota;
- (2) Cost in schools with average of less than 13 pupils average attendance in the same county and state;
- (3) A comparison of the cost in township graded schools of Indiana and in one-teacher schools in South Dakota;
- (4) A comparison of cost in graded and one-teacher¹ schools in the same counties of South Dakota.

1. Dept. of Public Instruction of S.D. Consolidation of Rural Schools. Page 28 et seq.

The tuition cost as herein given does not take into consideration investment in permanent improvements, interest on bonds and warrants. If it were possible to include these items, they would operate to show an increase in the cost of township and graded schools.

TABLE NO.1--Expenditure per school of the first grade and cost of schooling per pupil in 1907 in Olmstead County, Minnesota.

Average daily attendance per school....	17.96
Average length of school term in days...	167.60
Average yearly expenditure per school..	\$546.94
Average cost per pupil per year.....	\$31.32
Average cost per pupil per day.....	18.56 cents

TABLE NO.2--Average cost of schooling per pupil in Olmstead County, Minnesota, rural schools average daily attendance of which in 1908 was less than 13 pupils.

Average daily attendance per school.....	7.36
Length of school term in days.....	147.2
Average yearly expenditure per school..	\$347.66
Average cost per pupil per year.....	\$55.40
Average cost per pupil per day.....	38.52 cents

TABLE NO. 3--Showing tuition cost in the 45 one-teacher rural schools having an average daily attendance of 12 or less, and in the two graded schools of Aurora County,--1913. (Township System).

	Districts...	Graded Schools
Number of one-room schools.....	45	2
Average enrollment per school...	14.29	142
Average daily attendance.....	8.54	114.5
Average tuition cost.....	\$397.24	\$3613.38
Tuition cost per pupil per day..	42.9 cents	18 cents

TABLE NO. 4--Showing Tuition cost in the 66 one-teacher rural schools having an average daily attendance of 12 or less, and in the 5 graded schools of Beadle County.--1913 (Township System).

	Districts...	Graded Schools
Number of one-teacher schools...	66	5
Average number of days taught...	151.2	171.8
Average enrollment per school...	14.7	283
Average daily attendance per school.....	9.62	240.72
Average tuition cost per school. \$	542.59	\$8,182.68
Tuition cost per pupil for each day attended.....	38.7 cents	24.9cents

TABLE NO. 5.--Showing tuition cost in the 35 one-teacher rural schools having an average daily attendance of 12 or less, and in the four graded schools of Brookings County, 1913.

	Districts...	Graded Schools
Average number of days taught...	142.75	176
Average enrollment per school...	12.57	354
Average daily attendance per school.....	7.95	294

TABLE NO. 5 CONTINUED.

Districts...Graded Schools

Average tuition cost per school.	\$441.59	\$10,816.07
Tuition cost per pupil for each day attended.....	43.4 cents	21.2 cents

TABLE NO. 6.--Showing tuition cost in the 20 one-teacher rural schools having an average daily attendance of 12 or less, and in the five regularly graded schools of Brown County.--1913.

Districts...Graded Schools

Average number of days taught....	157.8	173
Average enrollment per school....	9.65	493.2
Average daily attendance per school.....	7.17	399.4
Total tuition cost per school....	\$535.19	\$19,577.15
Tuition cost per pupil for each day attended.....	56.04 cents	24.9 cents

TABLE NO.7.--Showing tuition cost in the 19 one-teacher rural schools having an average daily attendance of 12 or less, and in the 3 Joint Districts, and in the Vermillion city schools, of Clay County.--1913.

Districts...V. City...J. Dist.

Average number of days taught....	147.2	172	163.5
Average enrollment per school....	15.3	545	38.6
Average daily attendance per school.....	8.98	467.6	29.3
Average tuition cost per school..	\$467.99	\$16,092.68	\$829.22
Tuition cost per pupil for each day attended.....	38.4 cents	15.9 cts.	20

TABLE NO. 8.--Showing Tuition cost in the 34 one-teacher rural schools having an average daily attendance of 12 or less and in the five graded Schools of Codington County.--1913.

Districts...Graded Schools	
Average number of days taught....	156.29 177.8
Average enrollment per school....	14 368.2
Average daily attendance per school.....	8.53 73.64
Average tuition cost per school..	\$516.33 \$12,862.72
Tuition cost per pupil for each day attended.....	43.7 cents 20.46 cents

In analyzing the data shown in these tables Oliver O. Young, deputy superintendent of public instruction of South Dakota has the following to say:

"A study of these reveals the fact that in Aurora, forty-five schools with twelve or less daily attendance, were maintained at a daily cost per pupil of 42.9 cents. The Plankinton graded school (with a four year high school) cost but 15.5c; the Stickney school (with a three year high school) cost but 21.5c.

In Beadle county, the average cost in the smaller schools was 38.7c, while the cost in the graded schools was as follows: Altoona Independent, 28.1c; Cavour, 30.8c; Huron 17.9c; Virgil, 26.4c; Wessington, 21.4c; average, 27.2c.

Thirty-five small schools of Brookings averaged 43.4c, with the highest at 81.8c. The four graded schools of the county averaged 21.2c, and each maintains a four year high school.

Brown County had twenty districts with twelve or less daily attendance. The salaries and grade of teachers sought has been comparatively high in this county, and these twenty districts paid an average of a little more than 56c per day, against 24.9c in the five graded schools given.

Codington County had 34 such small schools and their average was 43.7c per pupil per day of attendance. The five graded schools averaged 20.4c.

Clay county with nineteen small schools averaged 38.4c. The Vermillion school 20c. In this county there are three joint districts in which the average daily attendance was 27.9 and the daily cost per pupil, 15.9c. One of these offered some advanced work and was considerable higher than the other two that confined themselves practically to the regular eight grade course of study. Notice the very low cost in these two, --14.3c and 13.4c.

A general study of several other counties reveal about the same proportionate cost. For the eastern part of the state, I feel safe in saying that, on the basis given, the average cost in schools with twelve or less pupils is very near the average of these counties (43.8c)--varying as the standard of work maintained in the county--, while that of graded schools will not materially differ from the average

of 21.5c. Accepting these as approximately the correct averages, and without considering their relative efficiency, we find that the cost of maintaining a small school is, on the basis of value received, more than 200 per cent of that in a well graded school. But no one at all familiar with schools and their work can honestly maintain for a moment that the small school gives the same actual value in return that the graded school does. It would seem then that the small schools are an expensive luxury, when viewed in the light of returns."

James H. Morrison, M.D. of Hartsville, Indiana gives some interesting data on the evolution from district schools to consolidated for Hawcreek township. These facts cover fifteen years of growth and are given in periods of five years each.

The comparison shows the gain in number of graduates, the younger age at which they graduate under consolidation, higher general average in grades attained, increase in per cent of graduates to total enumeration, and the economic gain to the township, the low estimate of \$300 being used as the value of a child's education at the time of graduation from the public schools.

The summaries given below are from Dr. Morrison's tables covering the fifteen years. The last column to the right is for the five years since consolidation.

1. Morrison, James H.- The Evolution of Hawercreek Township.

1899-1903...1904-1908...1909-1913

Number of graduates.....	24.	30.	70.
Average age at graduation...	15.years	15.1 years	14.3yrs.
Average grade made by pupil.	77.5	81.3	87.5
Enumeration.....	230.	164.	221.
Per cent of enumeration.....	.021	.036	.065
Economic value to township..	\$7,200.00	\$9000.00	\$21,000.00

A gain of two-thirds year on each of 70 graduates
 at \$300 per year \$14,000.00
 Total gain for five years \$35,000.00

The State Superintendent of Iowa in a report for 1912 gave the comparative cost per pupil per month in the counties in which there were both consolidated and nonconsolidated schools. The average cost per pupil per month in the nonconsolidated schools was, \$3.45; and for the consolidated schools, \$2.32.¹

Perhaps the most representative comparative cost of the consolidated and nonconsolidated schools is given in a report by the State Superintendent of Indiana for 1912. The per capita cost is based on the average daily attendance. Included in the consolidated school report are the expenditures for the high school departments:

1. Iowa School Report, 1912-13.

Cost of consolidated and nonconsolidated schools in

Indiana:

	Consolidated (high-school departments included)	Nonconsolidated (no high schools)
Per capita cost based on average daily attendance.		
Fuel.....	\$ 2.21	\$ 2.85
Repairs.....	1.37	1.82
Janitors.....	2.15	.97
Teachers.....	<u>28.16</u>	<u>30.67</u>
	\$ <u>33.89</u>	\$ <u>36.31</u>
Transportation.....	<u>15.23</u>	<u> </u>
Total.....	\$ 49.12	\$36.31

The consolidated schools were maintained for about 20 days longer than the others; they employed better teachers at higher salaries, and in each building there was a principal who devoted part of his time to supervising the work of the other teachers. In many instances the principals were men where as under the nonconsolidated plan few men were employed. In addition nearly all of the consolidated schools maintained high school departments as against very few high school departments before. The per capita cost in high schools is always much higher than in the elementary schools. However, with all these included, if the cost of transportation be deducted, the consolidated schools cost \$2.42 less per capita than the district schools. And it must not be overlooked that

in the district schools transportation is commonly furnished by the parents, the cost of which is not charged to the district schools, but the sum total of which must be a considerable amount.

CHAPTER V.

ADVANTAGES AND DISADVANTAGES OF THE PLAN:

Leading objections to consolidation and transportation:

- (1) Depreciation of property near the old school.
- (2) Dislike of sending young children so far from home.
- (3) Danger (a) to health and morals; (b) to health, because in bad weather children have to walk to the wagon station thru the rain or snow and ride in damp clothes or with wet feet; (c) to morals, because of poor oversight during journey, or uncertain driver.
- (4) Requires more expensive clothing.
- (5) Local jealousies caused by one section having better advantages than another.
- (6) Objection to the removal of an ancient land mark.

The fears in regard to the depreciation of land values have proved to be groundless. Statistics and statements furnished on page 59 of the United States bulletin of Education show that just the reverse has happened. The fact that children can ride to school and when they secure a modern education under more favorable conditions reacts to create a greater demand for homes and land in such communities.

The dislike of sending young children so far away

from home to school is untenable for distance from a given place to any person is measured by the time necessary to traverse it in usual safety and at standard convenience. Since transportation reduces this time to the district equivalent with greater safety and convenience it is to all intents as near.

As to walking thru the rain and snow to meet the wagon, a longer walk would have to be made thru this same rain and snow to reach the old district school and since the time of journey is about the same, it is better to be in a dry comfortable wagon for as much of the time enroute as possible.

As to the driver and proper over-sight, herein is a sound objection which can be met only by care in the selection of a suitable person to put in charge of the wagon and the children. In practice, however, this seems to have worked better than might have been expected as little trouble appears to have arisen from this source.

As to the requirement of more expensive clothing or the creating of local jealousies neither of these objections are valid, or worthy of consideration.

The last of these objections, the removal of ancient landmark, as a matter of course, has its basis in sentiment; but sentiment must not be permitted to permanently block the wheels of progress. We are compelled in many things to put sentiment aside for the larger good; for example, building of

a new home and the abandonment of the old one; the breaking of the old family life at marriage; the departure from home of the son to undertake life on his own responsibility. Yet these sorrows are all outweighed by the greater joys occasioned by the results of the change.

The principal advantages of consolidation are given below:

(1) It affords better supervision. In Tennessee, for example, the county superintendent's reports showed in 1913 that the county superintendents gave to their respective rural schools an average of but 1 hour and 50 minutes to supervising each school during a session. In North Carolina, the average time given by each county superintendent to each school in the county was 1 hour and 54 minutes. The average county superintendent cannot visit his rural schools more than once or twice during the year and can only give an hour or two to each of these visits. A great deal of his time is lost in traveling from one school to another. Under consolidation, his schools are reduced in number; he can give more time to each school. Besides, consolidated schools have principals or supervising principals who give a part of their time to direct supervision.

(2) In the one-teacher school there are usually from 28 to 32 pupils of all grades from the first to the eighth inclusive. It is impossible for the teacher to divide her class so as to

meet the educational needs as they are; she must classify on the basis of expediency. Half-year promotions are practically out of the question. The consolidated school can classify both from the standpoint of age and mental development. There is a big advantage in having pupils grouped in classes where the mental advancement is about the same. There is the friendly rivalry, the spirit of emulation and mutual ability to understand each other, for the discussions and individual reactions fall within the mental compass of the class.

(3) In the district school, the time the teacher can give to each class is very small and individual attention as a common practice is out of the question; but in the consolidated school, the work is so divided that the time given to each class is many-fold that of the old arrangement.

(4) The special subjects of agriculture, manual training, household arts, drawing, music, etc. have little if any place in the one-teacher school; it is about all the teacher can do to teach the eight common branches. In the consolidated schools, these subjects cannot only be offered, but they can be taught by specialists; and these are the living absorbing subjects to rural peoples, for their economic and social welfare are largely based upon them. These subjects are, perhaps, as educative from a cultural standpoint as the traditional branches, and, in addition, they become immediately a part of the real usable life knowledge of those who learn them.

(5) The consolidated school can offer higher subjects, i.e., the usual high school course can be offered, and a preparation for a college course given thus securing to those who desire the great democratic opportunity of entering the professional world. The one-teacher school cannot do this.

(6) There is a tremendous gain in having pupils thrown together in larger numbers, where they meet several teachers, and are in contact with many different pupils from various homes. This makes them more cosmopolitan. It helps them to overcome the characteristic rural shyness, and engenders a spirit of co-operation and broader fellowship. It gives an opportunity for the formation of debating societies, literary clubs, singing societies, outdoor games and sports.

(7) The faculty of a consolidated school is more permanent, which gives a more family like atmosphere. Not all of the faculty will likely change at one time. In the one room school, the teacher is largely removed from social life. She is usually looking for an opportunity to get away and into graded work. She is bored by the humdrum monotony of the uninspiring drudgery of the work in the district school. Under these circumstances, how can she inspire her pupils?

(8) The consolidated school with its better equipment, and surroundings, its longer term and better revenue can naturally command the services of better teachers. The class of teachers

who can "get by" in a one-teacher school will not be tolerated in the consolidated school where there is better inspection of their qualification and work. The constant association with other members of the faculty stimulates their pride in securing better educational attainment.

(9) In the consolidated school, the presence of men on the teaching staff, the natural superior organization over that of the one-teacher school, and the ever present stability manifested in a larger community group, all tend to the establishment of a better discipline. No big uncouth boys can lord it over the helpless girlish teacher as in the district school. They feel the strength of the school's organization and respect it.

(10) The differentiation of labor in the larger school affords better management. These naturally follow: better play hours, to suit the different ages of the children, seats fitted to the sizes, blackboards arranged according to needs, games planned on a psychological basis, rooms decorated, and songs selected to suit the occasions, children pedagogically classified, and the work intensified as needed and occasion arises.

(11) The large school unit naturally gives a larger number of persons from which to select school officers. The position appeals to the patriotism of competent men because it seems worthy of their capacity. It becomes an honor to be a member of such a school board.

(12) The little jealousies arising from neighborhood feuds which often exist between the more or less prominent families of small districts, are lost sight of in the larger unit and consequently interfere less with the affairs of the school.

(13) The curriculum of the consolidated school is more democratic because it offers a greater range of subjects, hence, it appeals to a greater number of persons. Whatever is best in the youth of a community is given opportunity of expression thru the liberal course of study, i.e., self-realization, the concomitant of freedom, finds an open door by way of the liberalized course of study.

(14) Consolidation is perhaps the only means by which a free high school education can be placed in reach of all boys and girls. Fewer difficulties stand in the way of this plan than in any other that has yet been suggested, or perhaps, can be suggested. Now if high schools are good for a part of our population, they should be put in reach of every boy and girl in our nation.

(15) Consolidation is a long step toward equalizing educational opportunity. Certainly one of the cardinal principles of American education is that it shall be free and equal to all. There is not a more essential class of people than the agricultural; and the elemental virtues and wholesome vision of such people peculiarly fit them for leadership. Their contact with nature in early life appears to give them a ballast that becomes fundamental to the stability of the state; hence,

they of all people should not be neglected.

(16) Consolidation helps to keep the boys on the farm. It brings the educational and social advantages of the town to the ranches. The well-to-do- farmers are not compelled to sacrifice a fine rich country life and move to town to educate their children. They can remain on their estates and educate their children in usefulness away from the temptations of the town. This gives the boys a chance to accumulate some stock and begin work for themselves before they become job hunters in the city.

(17) The consolidated school commands respect. It has more force and dignity than the one-room school. It becomes the community center and evokes a civic pride. It effects the air of a big business, and the people feel an interest in giving it their support.

(18) On the average the terms of school in the consolidated districts are longer. The prestigious class instead of ignoring the local school and sending their children to the city, impress their personality on the consolidated school, and the lengthening of the term is one of the gains.

(19) Better equipment, i.e., better tools with which to work is another asset that comes spontaneously with enriched courses of study and better teachers. It becomes at once absurd for a school of the size and class of the consolidated school to attempt to do the work expected of it without modern laboratories, library, maps, references, etc.

(20) The cost to be sure is somewhat more but the gain is much larger in proportion, hence, the net gain. The true measure of its justification enhances the value of the consolidated school.

(21) It keeps the pupils in school for a longer time. In contrast to the one-teacher school where the work is uninteresting and limited, and where the social life is lacking, the consolidated school offers a course that is practical for both the boys and girls. This gives the opportunity to select subjects suited to the different types of mind and serves to balance the community industrially. The social instincts are strong in adolescent pupils; they are attracted by the group, thus the larger school holds longer, and at a time, when their social selves are becoming interwoven into life comradeships, the fundamental elements of the real man.

(22) It insures better attendance as bad weather or broken vehicles are no longer an excuse. Also the regularity of habit occasioned by meeting a fixed schedule is at work both upon the pupil and the parents.

(23) Buildings that might be regarded as good enough for the small district school are not tolerated by the larger unit. They regard the consolidated school building as symbolizing the spirit of the community, therefore, it must be reputable in appearance.

(24) It broadens the community fellowship. It extends the sphere of influence of the larger leaders, and suffuses the larger group with a more neighborly feeling.

CHAPTER VI.

CONCLUSION:

Since deliberate consolidations have been going on for a half century, we have had ample opportunity in which to observe them in the experimental crucible submitted to the acid test of time, not only this, but the trial extends through every gradation of topography and climate extending from the blizzard zones of North Dakota to the semi-tropics of Louisiana. It has proved as successful in the hill countries as on the great plains and in the sparsely settled as in the densely populated regions. It has not always been successful, but where it has failed, the causes were readily discernible and susceptible to removal. Full knowledge is in possession of some of our people which is sufficient to carry through consolidation wherever it is feasible, reducing to a minimum the difficulties involved in transportation, size of district formed, etc.

The stock objections have all been "weighed in the balances and found wanting", and the great social blessing arising from the process have been well catalogued. All that is needed now is a diffusion of this knowledge among the people in general to make consolidation the rule and not the exception.

It is certainly patent to anyone with a social vision that the one-room school belongs to an age that is gone, and that some change is impending. Whatever this change, it

should not operate to deplete the farming communities of their choicest young manhood and womanhood. It should, on the other hand, not only retain in these communities the good stock which they already have, but it should so increase the desirability of farm life, in so far as educational rearrangement can do so, that superior refinement and talent of the urban life will make agriculture a choice as an occupation quite as often as it does other useful industrial pursuits.

The only plan open to rural conditions in the whole field of school administration is that of consolidation and transportation, but fortunately this appears to be an all sufficient plan without entailing any disadvantages or increasing the cost to an appreciable amount. It is the minimum, workable plan that stands forth as the solution of the rural school problem.

It, therefore, seems clear that the consolidation of rural schools and the transportation of pupils is the next logical step in the evolution of our rural school system.

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